

Message Text

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44

ACTION EUR-25

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SUBJECT: NEGOTIATIONS FOR COLLOCATED OPERATING BASES IN
NORWAY

REFS: (A) JCS 291804Z SEP 73 (NOTAL)

(B) CINCUSAFE 260900Z OCT 72

1. FOR JCS: REQUEST YOU REPEAT REF A FOR INFO TO SECSTATE
AND TO USDOCO AFNORTH.

2. FOR USCINCEUR: BEFORE CONTACTS ARE MADE WITH NORWEGIANS
ON OPENING OF NEGOTIATIONS, AMBASSADOR AND COUNTRY TEAM
WOULD WELCOME FULL BRIEFING AND OPPORTUNITY TO DISCUSS
DETAILS OF PROPOSED AGREEMENT AND NEGOTIATING PLAN.

EMBASSY POINTS OUT FOLLOWING FACTORS WHICH HAVE POTENTIAL

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BEARING ON SUCCESS OF NEGOTIATIONS:

A. DESPITE INITIAL POSITIVE REACTION OF NORWEGIAN AIR FORCE, CIVILIAN CLEARANCE AT POLITICAL LEVEL WILL BE REQUIRED. WE WILL WANT TO RESERVE JUDGMENT ON TIMING OF NEGOTIATIONS UNTIL MORE IS KNOWN ABOUT CHARACTER OF NEW GOVERNMENT (AND, IN PARTICULAR, WHO MINISTER OF DEFENSE WILL BE) AFTER GOVERNMENT FORMED AROUND OCTOBER 15.

B. RELEVANT IN THIS REGARD IS FACT THAT LABOR WILL BE COMING TO POWER WITH A MINORITY IN THE PARLIAMENT AND WITH DEPENDENCE FOR SURVIVAL AS A GOVERNMENT ON A 16-MEMBER BLOC FROM THE FAR LEFT SOCIALIST ELECTION ALLIANCE, WHICH IS CLAMORING FOR CUTS IN DEFENSE SPENDING (AND, OF COURSE, FOR WITHDRAWAL FROM NATO). THE GOVERNMENT WILL NOT BOW TO THIS LEFTIST MINORITY ON IMPORTANT SECURITY MATTERS, BUT IT WILL DOUBTLESS GO OUT OF ITS WAY TO AVOID GIVING THE LEFT FRESH OPPORTUNITIES TO ATTACK IT.

C. EVEN IF LABOR FENDS OFF LEFTIST CALLS FOR CUTS IN DEFENSE SPENDING, THERE IS LITTLE PROSPECT FOR SUBSTANTIAL INCREASES; TAXES WERE A MAJOR ISSUE IN THE JUST-COMPLETED ELECTION CAMPAIGN AND THE BUDGET WILL RECEIVE CLOSE SCRUTINY THIS FALL. ANY PROPOSAL FOR NORWEGIAN SHARING OF COSTS OF COLLOCATION WILL, WE PREDICT, BE RECEIVED UNENTHUSIASTICALLY.

D. WHILE REF A REFERS ONLY TO "WARTIME" DEPLOYMENTS, WE NOTE THAT REF B STATES ALSO THAT "NORWEGIAN COB'S COULD BE USED FOR DISPERSAL OF IN-PLACE USAF FORCES IN TIMES OF EMERGENCY AND FOR A SHOW OF FORCE IN EVENT NATO'S NORTHERN FLANK IS THREATENED." THIS POSES A KEY ISSUE WHICH MUST BE RESOLVED AT THE OUTSET: UNDER WHAT CIRCUMSTANCES COULD US UNITS BE DEPLOYED TO NORWEGIAN BASES, AND WHO WOULD DETERMINE THAT THE CONDITIONS HAVE BEEN MET? NORWEGIAN MEMBERSHIP IN NATO IS QUALIFIED BY A BAN ON STATIONING OF FOREIGN FORCES OR NUCLEAR WEAPONS IN NORWAY IN PEACETIME. NO NORWEGIAN GOVERNMENT WOULD BE WILLING TO CONSIDER CHANGES IN THIS POLICY UNDER PRESENT-DAY CIRCUMSTANCES, AND FOR REASONS INDICATED ABOVE THE GOVERNMENT ABOUT TO TAKE OFFICE WILL BE MORE CONCERNED THAN MOST TO AVOID
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EVEN THE APPEARANCE OF A SLIGHT SHIFT IN POLICY. AN AGREEMENT STRICTLY LIMITED TO "WARTIME" USE OF NORWEGIAN BASES WOULD NOT, OF COURSE, CALL INTO QUESTION THIS NORWEGIAN POLICY (UNLESS IT WERE FOLLOWED UP WITH CONTINGENCY EXERCISES AND ATTENDANT PUBLICITY). WE IN THE EMBASSY ARE CONVINCED, HOWEVER, THAT FOR DEPLOYMENTS IN TIMES OF RISING TENSION, AS OPPOSED TO "WARTIME," THE NORWEGIANS WOULD RESERVE THE RIGHT TO MAKE THE DETERMINATION ON A

CASE-BY-CASE BASIS. BYRNE

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